REPORT

6

ON

ENGLISH AND IRISH PRISONS

WITH

APPENDICES.

BY

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I.—CLASSIFICATION OF PRISONERS.

1. Prisoners in England are (excluding debtors and first and second division offenders) divided into —

A. Star Class.—Prisoners not previously convicted of serious crime, or who are not of habitually criminal or corrupt habits.

B. Ordinary Class.—Prisoners who have been previously convicted of serious crime, or who are habitual criminals or of corrupt habits.

C. Juvenile Offenders.

Prisons are classed as Local and Convict Prisons; and now juvenile prisons are being tried as an experiment, *e.g.*, Borstal.

The object of the Star Class is not to confer privileges, but to secure absolute separation while in prison of prisoners, who have never been previously convicted or are not habitually criminal, from the habitual prisoner. This classification applies to all prisoners whatever their sentence. Now that the overcrowding in Bombay prisons is relieved, it may be practicable to carry out that proper separation—which has been impossible of late years—and which is absolutely necessary. Of course it cannot be done at once nor ever done as perfectly as in England. The association sleeping wards, the industries—and especially such an industry as the Press—render the question a difficult one. The system of separation of habituals is laid down in the Prison Manual. This system should also apply to first offenders convicted for rape, indecency and unnatural vice. In the case also of receivers of stolen property, it is rare indeed that the first crime is followed by conviction, and therefore this class of offenders should be separated from first offenders.

In convict as in local prisons the above classification exists.

A secondary classification by stages is also in force.

In Local Prisons.—A prisoner not being a juvenile if sentenced to hard abour will in the first stage —

(1) Be employed in strict separation on hard bodily or manual labour for not more than 10 hours or less than six hours daily.

(2) Sleep without mattress for the first 14 days (if over 16 and under 60 years of age).

(3) Earn no gratuity.

(4) Be allowed books of religious and secular instruction.

In the second stage —

(1) Labour of a less hard description in association if practicable.

(2) Can earn a gratuity not exceeding 1/.

(3) Books of instruction, religious and secular.

(4) Receive school instruction, if eligible under rules.

(5) Allowed a library book changed weekly.

In the third stage —

(1) Labour as in second stage.

(2) Can earn a gratuity not exceeding 1/6.

(3) Library book changed twice weekly, as well as books of instruction.

(4) School instruction if eligible.

(5) Allowed to write and receive a letter, and a visit of 20 minutes on reaching this stage.

In the fourth stage —

(1) Labour as in second stage.

(2) Earn a gratuity not exceeding 2/ in 28 days, and continue to earn at this rate; but the total earned from commencement of sentence must not exceed 10/.

(3) Library privileges as in third stage.

(4) School instruction if eligible.

(5) Is eligible for any special employment for which his services may be required.

(6) Allowed to write and receive a letter and a visit of 30 minutes when he has earned 112 marks in this stage, and a further letter and visit for every 224 marks earned.

A prisoner remains in the first stage until he earns $28 \times 8 = 224$ marks. In the second till he earns 224 marks more, in the third until an additional 224 marks are earned, and in the fourth till the end of his sentence. (See Section II.)

In Convict Prisons.—

Stages.	*Male convicts.*	*Female convicts.*
I.	One year or until 2,920 marks are earned.	One year or until 1,620 marks are earned.
II. and III.	Until 2,920 marks are earned in each stage.	Until 1,620 marks are earned in each stage.

A male convict is kept in absolute separation until he has earned 1,460 marks, and a female until she has earned 720 marks. When a convict has earned his (or her) requisite number of marks in Stage III he (or she) is eligible for promotion to the fourth stage.

A convict who has earned 2,920 marks in the fourth stage and shown exemplary conduct may be admitted to the special class when within twelve months of his release. This rule applies also to a female convict who has earned 1,620 marks in the fourth stage and for any reason (without fault on her part) is unable to go to a refuge.

This special class is —

(1) Given special technical instruction, each convict is employed at his own trade, or at any trade of which he has knowledge, and every effort is made to make him efficient, so that on release he can earn his livelihood.

(2) Eligible for any special employment for which his services may be required.

(3) Eligible for an extra remission not exceeding one week.

The limitation of this class to within twelve months of release appears to be a hardship on prisoners undergoing long sentences.

II.—MARKS AND REMISSION SYSTEM.

(*Vide* Appendix A.)

The whole system of progressive stages depends on the marks earned.

Local Prisons.—

A prisoner while in hospital is only awarded six marks per diem; but at the end of each week a list of all prisoners, having lost marks by being in the infirmary, is submitted by the medical officer to the Governor, and is accompanied by the medical officer's recommendation. The Governor then decides what marks shall be allotted having regard to—

(*a*) The prisoner's previous conduct and industry.

(*b*) The cause of detention in hospital.

The four stages have been explained in Section I, and punishments inflicted under the mark system will be dealt with under Section V.

In the case of every prisoner whose sentence exceeds six months, the total number of marks to be earned by him will be entered at the head of his stage register.

The number of marks representing the first six months will be calculated at eight per day, to which are added marks for the remaining portion of the sentence

at six per day. As an example, a prisoner sentenced to nine calendar months' imprisonment commencing on March 1st—

1,472 marks for six calendar months.
546 marks for remaining three calendar months.

2,018

say the sentence began on April 1st, the marks to be earned would run as follows —

1,464 first six calendar months.
552 remaining three calendar months.

2,016

So soon as a prisoner earns this total he is discharged in the same way as if his sentence had expired.

It will be seen from the above that a prisoner can earn remission on any portion of his sentence over six months to the extent of one-fourth of such period of sentence. These rules do not apply to prisoners treated under the rule for debtors, nor to surety prisoners, who are not convicted, nor to offenders in the 1st division. A prisoner sentenced to a term of imprisonment and ordered to find sureties or in default to serve a further term of imprisonment can, if the combined sentence exceed six months, earn remission under the rules.

2. *Convict Prisoners.*—

	Male Convict.	Female Convict.
For hard steady labour and full performance of task	8 marks daily ...	6 marks daily.
For a less degree of industry and medium task ...	7 do. ...	5 do.
For a fair moderate day's work, *viz.*, minimum task.	6 do. ...	4 do.

That is 6 and 4 are units. If a prisoner only earns so much, he gains no remission; but if a male convict earns eight marks per day, in every three days he has earned as many marks as represent four days of his sentence and has gained the maximum remission of one-fourth.

A female convict who earns 6 marks per day has obtained in two days as many marks as represent three days of her sentence, and therefore has earned the maximum remission of one-third thereof.

So in the case of a male convict sentenced to five years, the total number of marks that he must earn before release is $6 \times 365 \times 5 = 10{,}950$.

As soon as he has earned that number, he is eligible for release under ticket of leave. Earning at the rate of eight per diem, he reaches that total in about three years and nine months and is released.

3. It can be seen at a glance that this system of remission is infinitely simpler than the Indian one. Easier for the prison staff and more intelligible to the prisoner.

A definite number is given him as a goal, so soon as it is attained, he is released.

He watches the number grow, and feels, in most cases, every deduction or increase keenly.

If while on license he is again sentenced to penal servitude, the term for which the license is granted is added to the new sentence, and marks calculated as for a term equal to the combined periods.

A convict sentenced to life can entertain no expectation of release until 20 years have been completed. Each case is then considered by the Secretary of State. Nevertheless marks for conduct and industry are allotted as in the case of other prisoners.

Marks on Sunday are given according to the industry shown during the week. Male convicts employed on light labour get 6 or 7 marks per diem and a female 4 or 5.

A list of all convicts who would be due for license in the following month but one—if they had not lost marks through being on light labour— is submitted to the Directors who decide whether they are to be credited with additional marks or not.

Special attention is drawn by the Governor and Medical Officer to the case of any convict who has lost marks through absolute inability to work.

The marks earned in hospital depend on—

(1) Previous conduct and industry.

(2) Medical Officer's report as to cause of detention in hospital.

A mark register is kept by each Party officer and by the officer in charge of separate cells. These last one month, and are then sent to the Governor's office, and there abstracted into the penal records. Every entry is checked and initialled by a second clerk. At the end of each quarter marks and gratuity earned are entered on a card furnished to each convict.

4. The mark system is an undoubted success in English prisons. It is a comparative failure in India. This is due to some extent, if not altogether, to the following causes.

Much more depends on the marks awarded in England than India: promotion by stages, their attendant privileges, letters, visits, all turn on marks earned.

Infinitely more remission can be earned under the English system. Take a convict sentenced to five years and let us see what he can earn in England and India respectively. An English convict sentenced to five years earns or can earn remission of one year and three months. I give below what I believe to be a very favourable case of an Indian convict sentenced to five years.

1st year.—Prisoner at 2 marks daily giving marks for Sunday ...	= 730
2nd year.—Extra task daily and giving marks for Sunday at 3 per diem	= 1,095
3rd year.—Night watchman and extra task on working days at 4 daily and deduct 52 Sundays	= 1,408
4th year.—Convict overseer at 4 per day	= 1,460
5th year.—Convict warder at 6 per day for, say, 4 months ...	= 720
	5,413

5,413 marks = 226 days' remission.

That is with most exemplary conduct an Indian convict can earn between 7 and 8 months. I exclude special grants which are supposed to be sparingly given and such abnormal remissions as the Jubilee and Coronation.

I may mention here that I believe the course the Bombay Government has adopted of late years, of releasing in cases of exemplary conduct certain life convicts when 14 years (including remission) have expired, has had a most excellent effect on the general conduct of life prisoners.

In the next place, the Indian system is a most complicated and difficult one. It throws great labour on the prison clerical staff and the Superintendent. It is full of possibilities of error, no matter how carefully checked. And last, but not least, is almost incomprehensible to the average prisoner. Two marks a day, one for conduct, one for industry, deductions for Sundays, for hospital, for cells, the multiplication by number of days in the month, followed by division by 24 to reduce to days of remission, the varied marks for night watchmen, convict overseers, convict warders, possibilities of extra grants and possibilities of forfeiture—all these furnish a whirl of figures that few Indian convicts understand.

The English system says:—"Here is a total of marks, so soon as you earn that total you will be released. If you work your best and are well behaved you can get a fourth part of your sentence remitted. Every quarter you will be told how you stand, and all depends on your own industry and good conduct."

The Indian prisoner, at least at Yerávda, was told his marks every month, every quarter and every year. Only an exceptional one knew anything about them; the generality had the haziest idea as to their remission or anything about it—considering it all to be the Sirkar's pleasure.

It is quite true that the English system largely depends on the warders, who of course are a strangely different class to Indian warders.

But I think it is clear that far more depends on marks in an English prison, that the system is simpler, easier for the prison officials and more easily understood by the prisoners.

III.—EMPLOYMENT AND TASKING.

1. The system of strict cellular employment has been abandoned in English prisons, and after a probationary period prisoners work in association. In every prison I visited fresh association workshops were being erected. Moreover, it is laid down as an order that prisoners remaining in custody, after two years of their sentence have expired, shall not be employed in such a way as to involve continued isolation in their cells. Such employments as cooks, bakers, mechanics, cleaners, &c., are the subject of careful selection and are used to stimulate good conduct. For such work a recidivist is not eligible.

No convict can be employed on clerical work of any kind nor in any capacity in any office, store or dispensary—a most excellent rule that might with great advantage be applied rigorously to Indian prisons if Government would but face the expense entailed. No convict is really fit for this kind of work and his employment in such leads frequently to the worst sort of trouble. Marks are awarded daily and are proportioned to the industry of each prisoner.

2. The Secretary of State lays down in "Rules" for the Government of Local and Convict Prisons as follows:—

"*Rule 39.*—Every male prisoner, not being a juvenile offender, if sentenced to hard labour, shall, for 28 days, or for the whole of his sentence, if it is less than 28 days, be employed in strict separation on hard bodily or hard manual labour, provided no prisoner shall be employed for more than ten or less than six hours per diem, exclusive of meals. If his sentence is more than 28 days, he shall, after that period, provided his conduct and industry are good, be employed in labour of a less hard description in association if practicable and shall be eligible for all the privileges of the progressive stage system. Provided that no prisoner shall be required to perform any labour of any description unless certified by the medical officer to be fit for such labour.

"An aged prisoner in weak health or any prisoner suffering from physical or mental infirmity, likely to be aggravated by cellular isolation, shall be employed on such work and in such way as the medical officer may direct.

"*Rule 40.*—A prisoner sentenced to imprisonment without hard labour shall be required to work, during such number of hours, not more than ten or less than six (exclusive of meals) in each day as may be prescribed, unless the medical officer certifies that he is unfit for such labour. He shall from the beginning of his sentence be employed on some useful industry for the purpose of which he may if necessary be associated, and he shall be entitled to such privileges as can be gained by industry and good conduct under the progressive stage system."

Hard bodily or hard manual labour is such labour as oakum-picking, wood-chopping, stone-breaking, making heavy coal sacks. From the above rules it is clear that the short term prisoner gets no easy time in English prisons. This is a great defect in the Indian system. Under it, short term prisoners have generally an easier time than long sentence men, and their labour in subsidiary jails is a farce.

Under the English system there is equality of punishment so far as it is feasible; in India there is marked inequality of punishment.

Whenever possible, prisoners in the second and third stage labour in association. And save for punishment, or other special reason, no prisoner in the fourth stage is ever employed at cellular labour.

In regard to convicts the following rules are laid down:—

A male convict will be employed in strict separation for not more than 10 or less than 6 hours per diem, exclusive of meals, till he has earned 1,460 marks.

After he has earned 1,460 marks, he will be eligible for work in association.

The same rule applies to female convicts reading 720 marks for 1,460.

I may mention here that the labour scales are intended for a day of nine hours. Great latitude and discretion are allowed in dealing with the work and its tasking, allowance being made for learners, weak, dull or infirm prisoners in apportioning their tasks. It is here that the co-operation of an intelligent and skilled warder with the medical officer is needed.

3. In English prisons, outside the door of every cell in which tools are used, is hung a list of all such tools. The officer in charge checks these tools on issue in the morning and on removal at locking up. An inventory of all the tools in the ward is also hung up, and in each workshop a list of the tools belonging to that workshop for checking purposes. (See Store Ledger under Accounts.)

Every tool is stamped with the initial of the prison, handles branded and metal stamped. When condemned, the marks are cancelled by stamping with the same die inverted. This die is carefully kept by a responsible officer.

The tools in every workshop are checked and counted weekly by the officer in charge for report to the Governor.

4. Tasks are laid down on a weekly scale, and if the week's output is correct, the higher authorities are satisfied. This is an excellent system and an elastic one; but, however well it works at home, would I fear prove an extra temptation to corruption in an Indian prison. It makes it much easier for an individual prisoner to shirk his task if he has gained favour in the sight of the warder. Most officials at home, whom I consulted on the subject, agreed that large factories with machinery were prejudicial to discipline owing to—

(1) The difficulty in ascertaining individual prisoner's task, a difficulty accentuated in India.

(2) In India the good workman is likely to be screened when he commits breaches of discipline.

(3) The question of separation of habituals. In the great prison-printing industry in Calcutta, habituals form the bulk of the sirdars or overseers.

(4) The utterly objectionable system of mingling free and convict labour. Every trade supervisor should be a trained prison official.

In each association ward there are one or two discipline warders, whose sole duty is to see that proper discipline is maintained. In addition to them is the tradesman warder or instructor (*vide* Section VI). Habituals in English and Irish Local prisons seem to always drift back to the trade or craft they are adepts at. One chief warder said "we look out for them, the work must be done." This of course is not an ideal state of affairs. As to convicts at Parkhurst, it seemed to me that prisoners got pretty much what work they preferred. But at Parkhurst (an invalid prison) discipline is notoriously lax and there is quite a different tale at Dartmoor which I visited in 1899.

A fixed scale as to the quantity of raw material to be used in each article manufactured is laid down by the Head office. In Appendix B attached, I give a few instances, as this system is an enormously effective check on waste. Thus a prison undertakes an order for a hundred mats, and has issued to it so much material to manufacture them. Should the output be only 98, the Prison authorities have to explain the discrepancy. I was unfortunately not able to obtain the printing press scales as they are actually under consideration; when determined, they would be a useful guide at Yerávda.

The price of every article is also fixed by the Head office.

I attach (Appendix C) some tasks for information.

It would be an improvement to our present pattern of fly-shuttle loom if there was a treble suspensory sling from above and if the shuttle ran on four small wheels.

IV.—VISITS AND COMMUNICATIONS.

1. I deal briefly with these as the subject bears on the mark system.

A prisoner is allowed to write a letter or receive a visitor to arrange his affairs after conviction at the discretion of the Governor. Similarly, a notification of his sentence and prison can be sent by the prisoner to his nearest friend if such is considered desirable by the Governor. Special facilities are allowed in reference to the payment of a fine.

2. A local prisoner can on earning 448 marks—

(1) Receive and write a letter and a visit of twenty minutes' duration.

(2) When in fourth stage, after he has earned 112 marks, he can receive and write a letter and a visit of 30 minutes' duration.

(3) Thereafter at intervals, represented by the earning of 224 marks, the privilege is repeated.

3. A convict prisoner within one week of his conviction may be allowed to write a letter and receive a reply and one visit. Under very urgent circumstances, which must be reported to the Commissioners, a second visit is allowed. After this, a convict in a local prison can receive or write a letter and have a visit of 20 minutes when he has earned 960 marks.

In convict prisons the following is the rule :—

Male.	*Female.*	
1st Stage—		
During first week receive a visit and write and receive a letter. This privilege can be repeated at intervals represented by 960 marks.	Same rule reading 720 for 960 marks.	
2nd Stage—		
Privilege repeated after each 960 marks earned.	Do.	For 960 read 720 marks.
3rd Stage—		
Privilege repeated after 720 marks are earned.	Do.	For 720 read 540 marks.
4th Stage—		
Privilege repeated after 480 marks are earned, visit 30 minutes.	Do.	For 480 read 360 marks.
Special Class—		
Privilege repeated after 240 marks are earned, visit 30 minutes.	Do.	For 240 read 180 marks.

4. Friends are allowed to visit any convict seriously ill and who is, in the opinion of the medical officer, not likely to live. Letters and petitions must not be written by convicts within hours of labour. Prisoners are allowed to petition the Secretary of State, and in Ireland, the Lord Lieutenant very freely. In fact, as far as I could make out, a prisoner can go on presenting the same old fiction over and over again.*

But no convict is allowed to write to the Judge before whom he was tried on matters connected with his trial or conviction, or to any public authority in England or elsewhere. Everything must go to the Secretary of State.

In English prisons there is none of the endless appealing that exists in Indian prisons, and which keeps one clerk busy the whole year round.

V.—OFFENCES AND PUNISHMENTS.

1. See Appendix D for list of offences. With these the Governor is competent to deal.

A Governor can award—

(1) Close confinement for any period not exceeding 3 days.

(2) Reduction from a higher stage to a lower stage or postponement of promotion to a higher stage for a period not exceeding 14 days.

(3) Forfeiture of remission of sentence of a period not exceeding 7 days.

(4) Deprivation of mattress for any period not exceeding 3 days for idleness or refusing to work.

(5) Dietary punishments (see Appendix E)—

No. 1 diet up to 3 days.

No. 2 diet up to 14 days.

If he awards more than 24 hours No. 1 diet, he must report the fact to the Visiting Committee at once.

(6) Forfeit gratuity earned or to be earned.

(7) Forfeit any stage privileges until a specified number of marks is earned.

As much advantage as possible is taken of the progressive stage and remission system in order to avoid recourse to other forms of punishments. In awarding any prisoner the punishment of degradation of stage or detention in a stage, the period of punishment is fixed by assigning a definite number of marks to be earned. The prisoner has thus some control over his own punishment, as the more industrious and well-behaved he is the shorter will be the period.

1. Personal violence to a fellow prisoner.
2. Grossly abusive or offensive language to any officer or servant of the prison.
3. Wilfully or wantonly breaking prison windows, or otherwise destroying prison property.
4. When under punishment wilfully making a disturbance tending to interrupt the order and discipline of the prison.
5. Any act of gross misconduct or insubordination requiring to be suppressed by extraordinary means.
6. Escaping or attempting to escape from the prison.

2. If any prisoner is charged with any serious or repeated offence or with any of the following offences (marginally noted), the Governor reports the same to the Visiting Committee, who are empowered to enquire into the matter on oath, and decide on the case and award such punishment as they may deem fit.

The Visiting Committee can award the following punishments :—

(1) Close confinement for a period not exceeding 14 days.

(2) Reduction from a higher to a lower stage, or postponement of promotion to a higher stage for a period not exceeding 28 days.

(3) Forfeiture of remission for a period not exceeding 14 days.

(4) No. 1 diet for ill-conducted and idle prisoners for a period not exceeding 15 days, with intervals as laid down in the rules. (See Appendix E.)

No. 2 diet for ill-conducted and idle prisoners for a period not exceeding 42 days, with intervals as laid down in the rules. (See Appendix E).

Dietary sentences do not forfeit the privileges of attending chapel, taking exercise, or earning marks for labour. On No. 1 diet, however, no task is exacted These privileges are all forfeited when the prisoner is under close confinement. Neither of these punishments deprive the prisoner of cell furniture or books of instruction, but do forfeit library books. If violent the prisoner is put into a special cell with no furniture in it save a urinal.

Convict prisoners.—Except when under punishment for idleness or refusing to work, or for refusing to leave the separate cells, a convict while under the punishment of separate confinement (*i.e.*, reduction to 1st stage) is allowed work, exercise in open air, and books, as with a convict in separate confinement in 1st stage. Should he be punished for the abovementioned offences he gets no secular books, and religious ones only on the recommendation of the Chaplain.

While under punishment in separate confinement on No. 2 diet a convict may be put on crank labour for six hours divided into two portions, and while not on crank must pick 2½ ozs. of oakum or 1½ oz. of coir per hour. Should a convict through misconduct forfeit all remission, he can be kept in separate confinement for the last six months of his sentence. A most valuable rule.

With convicts a Governor can reduce or retain in a grade for periods represented by 720 or 540 marks (*i.e.*, three months) in the case of male and female convict respectively. The Governor can fine in marks up to 14 days.

3. *Corporal Punishment.*—If any prisoner is charged with—

(1) Mutiny or incitement to mutiny,

(2) Gross personal violence to any officer or servant of the prison

the Governor reports the same to the Visiting Committee. Not less than three members of the said Committee meet and enquire into the charge and can inflict corporal punishment in addition to or in lieu of any of the above mentioned punishments. If corporal punishment is ordered, a report of charge, notes of evidence and decision are forwarded through the Prison Commissioners to the Secretary of State. The flogging cannot be carried out until the Secretary of State confirms it. Over 18 years of age a cat o'nine tail is used; under 18 a birch rod. The number of lashes or strokes is not to exceed 36 in prisoners over 18, or 18 in those under 18 years of age. Corporal punishment is not carried out in the presence of other prisoners.

4. No mechanical means of restraint are used as punishments in English or Irish prisons. In Appendix F will be found a list of methods of restraint used in English prisons and a description of their use. I have a shrewd suspicion, based on what I saw and heard, that the element of punishment—*pace* the rules —enters into their use somewhat.

5. Male convicts who assault or attempt to assault any person, or escape, or attempt to escape, wear, respectively, suits of black and drab and black and yellow.

6. The above punishments are more severe than they read and in no prison in India can close confinement be applied as it is in England. The dietary punishments are far more varied and effective than the Indian penal diet which corresponds to No. 1 English diet, and is too severe to be much resorted to. The English No. 2 diet is an excellent punitive diet and lasts long enough to make the prisoner desire a change.

The degradation to a lower stage or detention in a grade is a more effective punishment than any connected with the promotion or remission system in India. The mark system is so much better than the Indian one that forfeiture of marks is more severely felt.

Corporal punishment is rarely inflicted in England, never in Ireland. When all convicts are in cellular confinement at night, and can be put so during the day if necessary, the need of corporal punishment is greatly diminished. So in India, if, owing to overcrowding or necessity for segregation on account of epidemic disease, the punishment cells are not available flogging must increase.

Sir E. Ruggles-Brise does not approve of flogging for "persistently refusing to work," but admits that Home conditions are quite different from Indian. Mr. Gibbons, the Chairman, and Mr. Dickson,,the Secretary of the Irish Board, told me that association by day and night must affect the flogging question. The Governor at Borstal Prison—who has had the organisation of the West African prisons—said that the English rules as to corporal punishment would be unsuited for West Africa. Nearly every Governor deprecated the delay caused by the reference to the Secretary of State. It does away with the exemplary effect intended to be produced, and is trying for the culprit concerned.

Flogging can undoubtedly be greatly reduced in Indian prisons—the longer one acts as Superintendent the less one flogs—but I doubt if "persistent refusal to do work" can be exempted from the use of the cane in aggravated cases. But to reduce floggings you must provide prisons with a sufficient number of proper punishment cells.

I would like to record my conviction here that a half inch cane laid on by a stalwart man is a weapon of great force, and that the question of diameter ought to be reconsidered. It is well to remember that in the rule the words read "not less than half an inch in diameter" and some prisons have used a cane like a broom handle.

Some of the methods of restraint in English prisons might be advantageously introduced in Indian prisons in the case of violent and dangerous prisoners.

I prefer the muff used in Irish prisons to any method used in England, and it is peculiarly applicable to malingering prisoners who produce sores, inflamed eyes, hæmorrhage from the rectum, &c.

VI.—PRISON OFFICERS.

1. Prison warders in England have such important duties to perform,—disciplinary, mark awarding, tasking, &c., that I wish to allude briefly to their class and position. Although very carefully supervised by the Governor and Deputy Governor great powers are in their hands. Powers they might use to screen and favour a prisoner or the reverse. Powers that it would be impossible to delegate to an Indian prison warder. Here, it seems to me, lies the whole crux of the Indian prison system. With warders physically, and often morally, inferior to the bulk of the prison population, strict discipline is an impossibility. The Superintendent of a large prison would need to be Argus and Briareus in one to check corruption and favouritism.

The pay and pensions of Indian prison warders are in ludicrous disproportion to their work and responsibilities.

A man on nine rupees a month, breaking down from heart disease or any other complaint, has no prospect but a miserable gratuity.

He may have done 28 years service—service good and faithful—and owing to illiteracy or unfitness for higher posts is not promoted. We cannot in India lightly get rid of such men, who if they are fairly honest and straight are as good as we can for the most part hope to get.

A warder on nine rupees has charge of small parties of prisoners, he performs his part in the daily prison routine and is therefore capable of being the loose screw in that prison machinery. Is not such a man, poorly paid, with heavy work and no prospects, the very most suitable person for traffic in bribes, smuggling of letters, and illicit articles? It must be remembered that a prison warder comes on duty at 5-30 A.M. and remains on duty till 6 P.M. and often till 7-30 P.M. with a short interval for a midday meal.

If he is really doing his supposed duty he ought to be constantly on the alert; but of course he does not so do his duty, and often posts prisoners as sentries to warn him of the approach of the superior officials. The senior and head warders are but little better, and are, I fear, in the bulk either corrupt, or slack, negligent and indifferent to their duties.

Taking them as a body, Indian prison warders could not keep the simplest accounts, could not award marks, and—save in the crudest fashion—know nothing about the prison industries and crafts.

Consequently clerical work and the instruction in crafts of prisoners devolve on other prisoners, and the vicious circle begins.

Our warders are the weakest spot in Indian prison administration and thus is intensified the danger of what Sir E. Ruggles-Brise calls "the blot of Indian prison administration," namely, the system of convict officers.

I know that it is absurd to expect to get the same class of men in India as at home, or the same discipline. Still it cannot be denied that matters might be greatly improved. Indian prison warders are irredeemably bad and are the plague spot in Indian prisons, and any real prison reform must commence with them.

2. A high standard of physique is demanded in candidates for the English prison service and they have to pass a simple examination in reading, writing and arithmetic.

Each officer is appointed on probation for four months and is regularly instructed and trained and examined at the expiration of his probationary period.

After two years service a report is always sent to the Directors by the Governor on each officer. It is laid down that it is not desirable to retain in the service an inefficient officer who is unlikely to be promoted. As bereft of of this hope his slackness and inefficiency will only increase.

Appendix G shows the pay of English prison warders. In addition, instructing officers (*i.e.*, officers capable of, and engaged in, teaching prisoners trades and supervising the workshops) get the following extra pay :—

Class—I.

1/ a day on appointment.
1/3 „ after two years.
1/6 „ „ seven years.

Class—II.

Officers in charge of prisoners working at, or being instructed in, trades get when there are employed—

36 prisoners £12 per annum.
27 „ „ 9 „
18 „ „ 6 „
9 „ „ 3 „

Class—III.

60 prisoners £12 per annum.
45 „ „ 9 „
30 „ „ 6 „
15 „ „ 3 „

Officers in Class II and III are also liable for all disciplinary duties.

These men are thoroughly competent tradesmen, and a second officer is always being instructed so that a successor is always ready, and no hitch or breakdown can occur. In addition to these instructors and trade supervisors, there are warders solely for discipline in each workshop. There is for these English prison warders, in addition to their pay, a liberal clothing scale, unmarried officers' messes, good quarters, schools for their children, fair pension and superannuation. Leave for 21 days yearly in the case of a principal warder down to 10 days for a junior assistant warder.

Appendix H attached gives the daily routine of an English prison.

In Wormwood Scrubbs Prison with 1,300 short-term prisoners the warder staff numbers 120. In Mountjoy with 326 prisoners the warders number 56. A fixed scale is laid down for officers' fines.

VII.—LIBRARY.

The fullest use is made of libraries in English prisons, both as an inducement to good conduct and to keep men occupied in their leisure moments in their cells, and so prevent them brooding or plotting. The library is run by the Chaplain with the supervision of the Governor.

Two-thirds of the library consist of books, and one-third of bound volumes of periodicals (Strand, Chambers', Windsor, &c.). Books are frequently issued ; the frequency of change being dependent on the stage and conduct of the prisoner. A prison of 1,200 prisoners is allowed 1,600 volumes.

VIII.—ACCOUNTS.

1. Each prison sends in an imprest every month estimating what money will be required, and the Head office sanctions the amount or as much as they think fit to grant.

This imprest is a requisition for money to pay salaries, wages, &c., for the period covered by the imprest, and shows expected payments and disbursements, closing and opening balances. The amount required equals the probable expenditure *minus* the estimated receipts.

For everything in the way of provisions and raw material there is a contractor who deals direct with the Head office in London.

At the Head office there is a separate Comptroller's Department; most of the clerks in this department are experienced old Storekeepers.

The Head office has fixed and approved scales for every article of manufacture. (*Vide* Section III and Appendix B.)

The Head office holds the Storekeeper responsible for the manufacturing department. Of course, the Governor is ultimately responsible, but the direct and primary responsibility rests with the Storekeeper. He is a well-paid and experienced official. He not only supervises the factory and is responsible for the expenditure of raw material, but also looks after the prison accounts.

Every prison is inspected annually by a Visiting Director, and a full inventory is taken of all raw material and of manufactured articles and checked by the invoices and ledgers.

Each prison sends in monthly accounts; these are audited by the Head office and then sent on to the General Audit Office.

Furthermore, every year the General Audit Office thoroughly examines the accounts, stock, &c., of three or four prisons. No notification is given of this examination, which is entirely independent of the Prison department. Should anything be found wrong, a report of the same is made to the Finance Committee of the House of Commons.

This is a most invaluable countercheck, and some such system is either in vogue in Burma or was suggested there.

The Comptroller's Department at the Head office makes all purchases, &c., connected with raw material, dealing in the best markets and buying at the cheapest rates.

2. *Cash.*—No cash transactions of an unauthorised nature are allowed and all payments out of the ordinary course must be sanctioned by the Commissioners:

Exceptions:—	£	s.	d.
(1) Escort and travelling expenses not exceeding ...	0	10	0
(2) Medical fees not exceeding	1	1	0
(3) Cash purchase of *non-contract* articles not exceeding ...	2	0	0

Each receipt or payment (except advances, prisoners' money and gratuities) is entered in the cash book as it occurs, and the number of the supporting voucher is entered also.

All receipts in cash (except income-tax, fines of prisoners, and prisoners' private cash) are brought to credit in the monthly account as "appropriations in aid" and classified as A. Manufacturing Department, B. Miscellaneous. The Governor personally draws all money from the bank and checks the cash book weekly. The balance must equal amount at bank *plus* amount in prison safe.

When the Storekeeper has charge of cash all payments are made at his office; and at least once a month on uncertain dates the Governor checks the cash balance of the Storekeeper, noting the result in his journal. In addition to the weekly checking of the cash book, the Governor also checks it monthly after the monthly abstract (see above) is made out for transmission to the Commissioners. There are other minor details which would be wearisome to detail and are hardly applicable to an Indian prison.

3. *Cash Book.*—Contains the cash account of the prison. The balance at any time should equal the amount in prison *plus* amount at bank. Receipts in cash in excess of requirements are lodged in the bank. If the balance is ever more than enough to meet the expenditure for the period which must elapse before the imprest is due, a cheque for the surplus payable to the Paymaster-General is sent to the Commissioner.

Prisoners' cash.—Is entered in daily totals. The composition of these totals can be checked in the Register for Prisoners' Money and Prisoners' Private Property book (see later on). Debts, fines, costs, &c., are entered in detail.

Advances for postage, escort or travelling purposes.—For these temporary receipts are taken, and these are kept in the safe and counted as cash until a permanent receipt is obtained and then the entry is made in the Cash Book.

For instance, a warder on escort duty on his return hands in his account and the unexpended balance, if any, of his advance. The account having been verified it is entered in the Cash Book and a permanent receipt having been taken the temporary one is torn up.

Receipts and payments in respect of personal accounts.—Posted from day to day from Cash Book to the personal accounts in the ledger.

Each month a monthly abstract of receipts and payments is made in the Cash Book.

Monthly totals of cash received and paid on account of the factory are posted to the Journal from the above mentioned abstract.

The folios of Journal and Cash Ledger are posted in the Cash Book.

In connection with the Cash Book are:—

Bank Account Book—

Left hand—amounts lodged.

Right hand—cheques drawn.

Bank Pass Book—

Never to leave Governor's possesion.

Governor's Cheque Book—

Never to leave Governor's possession.

Cash Receipt Book—

Contains the original of every receipt, the duplicate going to the person concerned.

Register of Prisoners' Money.—A record of the receipt and payment of prisoners' moneys. Only the names of those prisoners having money are entered. But a few lines are left blank at the end of each day so that names of prisoners for whom money is afterwards received may be entered. On the first day of each financial year, the names of persons having money at their credit on that date are entered, and in the first cash column the money to their credit. The total of the monthly receipts agrees with the receipt voucher sent with monthly abstract of accounts to the Commissioners.

On the right hand page is recorded money paid to prisoners on discharge, &c., and this total agrees with the monthly payment voucher which is sent with the monthly abstract.

This book is kept by the Storekeeper and is a check on the receipt and payment of prisoners' cash. Before the Storekeeper makes any payment he checks with the Prisoners' Private Property Book.

Prisoners' Private Property Book.—This book is only required in Local prisons. In it are entered the clothing, cash and property brought by each prisoner and acknowledged as correct by him by signature.

The receipts of each day are totalled and the amount handed to the Storekeeper not later than 10 o'clock on the following morning.

The Storekeeper checks and initials the property book before making the entry in the Cash Book and the Register of prisoners' money.

All blank money spaces are to be scored through to prevent fraudulent entries. This precaution would have prevented the fraud at the Deccan Convict Gang in 1894.

Other books kept, which explain themselves, are "Register of Officers," "Pay Book," "Pay List," "Officers' Fines Book," "Postage Book," "Gratuity (Convicts) Book."

The Governor furnishes annually a statement showing prisoners' money received or paid out during the year, the opening and closing balance, sums remaining unclaimed on account of death of owners or from other causes. This statement is very carefully verified by him.

Railway warrants similar to the system in Bombay are used.

4. *Manufactory.*—No work can be undertaken without the sanction of the Commissioners.

Books.—Inward Day Book, Outward Day Book, Journal, Cash Book, Ledgers.

Inward Day Book.—On the left hand side of this book are pasted the original invoices of tradesmen, &c., for supplies, and certified copies of invoices of goods purchased for cash. At the end of each month an entry is made of payments during the month for carriage, postage, &c., as per Cash Book.

Materials received for the purpose of manufacture (not purchased by prison) are accompanied by a delivery voucher which is posted in this book, but no entry is made in money column. For example, if a firm supply the canvas for making articles for themselves.

On the right hand side in vertical columns under the headings of the various branches of the factory are entered the amounts in cash of the above-mentioned invoices.

These are totalled monthly and posted to the journal.

Postings to personal accounts in the Cash Ledger are made from the Cash Book at the time of the occurrence of the transactions.

At the end of each quarter the entries are checked with the quarterly bills (see further on) Cash Book, &c. And on a folio between the end of one quarter and the beginning of the next is noted an abstract of the exact amount of the several bills forwarded to the Head office in respect of the quarter ended.

The folios of the Store Ledger (see under Stores), Cash Ledger and other books to which items are posted are recorded in the Inward Day Book. At the end of the year the supplies to each branch of the factory, their amount, and value can be seen at a glance.

Outward Day Book.—In this appear the particulars of goods sold or work done. In addition to the ordinary ruling the book contains cash columns under the headings of the various trades. And each sale is classified under these heads.

In personal accounts the Cash Ledger entries are made direct from the Outward Day Book.

The columns are totalled monthly and the monthly totals of the trades' columns are posted in the journal and thence to the trading accounts in the Cash Ledger. Folios of all books to which postings are made from the Outward Day Book are noted in the latter book.

All articles supplied or repairs executed for the various Prison departments are charged in the Outward Day Book.

By this classification into trades or branches of industry you can see at a glance the total output, and how each individual trade stands as regards expenditure and outturn.

Journal.—Opens with a statement of assets and debts.

Monthly current accounts are posted monthly into this book in total.

The Cash Ledger Folios to which journal items are posted are noted in the journal. Journal folios are noted in Cash Day Books and Cash Ledger.

Left hand column is for debts; the right hand for credits.

Entries should be condensed as much as possible in making up the journal to reduce Cash Ledger postings to a minimum.

The issue of goods made (as cotton cloth, dyed wool) for manufacturing purposes in the same establishment are made in the journal monthly, detailing quantities.

Cash Ledger.—Entries are made in this book from Cash Book, Day Books, Journal. Every debit must have a corresponding credit. So the total of debit side should always equal the total of credit side.

The Ledger is balanced at the end of each financial year.

Cash Ledger accounts vary with the manufactures.

The following accounts are common to all prisons:—

Stock.—

This account shows assets and liabilities at opening.

Balance on closing is carried to the Balance Account.

Balance.—

Debits = Asset balances at closing.

Credits = Liability balances at closing.

Both sides agree if the year's postings are correct.

Profit and Loss.—

Debits = Losses and charges.

Credits = Gains.

Balance at closing to Exchequer Account.

Exchequer.—To this account are carried the balance of the Cash and Profit and Loss Account and all amounts nominally due for supplies for which no actual payment is made (*i.e.*, on adjustment). All amounts paid direct to Commissioners go on debit side. Tradesmens' bills paid under similar circumstances to the credit side. At closing the difference between the two sides goes to Balance Account.

Cash.—

Debits = Cash received.

Credits = Cash paid.

Balance at closing to Exchequer Account.

After these headings come, when necessary, "Discount," "Charges," "Trading and Factory Accounts" (as Carpets, Tailoring, mat-making, chair-making, cotton weaving), Tools and Implements, "Personal Accounts" (private firms, individuals, public departments).

Discount.—

Debits = Discounts and abatements allowed on accounts.

Credits = Contract or other discounts allowed to prison.

Balance to Profit and Loss Account.

Charges.—

Debits = Carriage of goods, wages of officers chargeable on factory, &c.

Credits = Carriage charged against customers, &c.

Balance to Profit and Loss Account.

Trading or Factory.—

Debits = (*a*) Value of each trades' own stock of raw material and manufactured articles.

(*b*) Subsequent purchases of raw material, &c.

Credits = Sales.

To close. Add value of stock on hand to credit side and the difference in totals of the debit and credit side to Profit and Loss Account.

Tools and Implements.—

Debits=(*a*) Value of tools in store and use.

(*b*) Repairs and purchases.

Credits=Tools sold to other prisons.

To balance. Add value of stock in hand to credit entries and carry difference between the two sides to Profit and Loss Account. This practically forms a dead stock book for tools taken with Tool account in Manufacturing Store Ledger.

Personal Accounts.—

(Purchasers)—Debits=(*a*) Amount due at opening.

(*b*) Subsequent purchases.

Credits=Cash payments and discounts.

To close. Difference between the two sides to Balance Account.

Personal Accounts.—

(Suppliers)—Credit=(*a*) Amount due at opening.

(*b*) Value of subsequent supplies.

Debit=Payments received by supplier.

To close. Difference between two sides to Balance Account.

Of course some firms may both purchase and supply.

Prison Accounts.—

Debits=Supplies by manufactory to prisons.

Credits=Supplies to factory from prisons.

The total amount nominally due by or to the Department is notified each quarter and posted then to the respective Prison Accounts. Exchequer Account is debited or credited as the case may be from the journal entries made. Balance to Balance Account.

Manufacturing Store Ledger.—This book deals with quantities of goods and amount of output and not cash value.

Entries are classified under the various branches of the factory.

It shows material received and articles made, and works in close relation with the Conversion Books.

The tool account in this is a factory dead stock book and can always check and be checked by the workshop and cell inventories of tools. See also the tool and implement account in the Cash Ledger. Receipts and issue of raw material, and articles manufactured belonging to the prison only, are posted in this book from the Day books, Conversion books (see below) or demands, and the folios of such books recorded in the Store Ledger and *vice versâ*. The totals of each page in the Day books will be posted thus: May 6—10 (*i. e.*, 6th to 10th inclusive).

Receipts on the left hand; issues on the right. All postings on issue side are verified either by receipt of person receiving the goods or by an entry in the Outward Day Book.

On commencing the accounts in Ledger the stock in hand will be entered.

All articles are grouped under Trades, and miscellaneous articles under "Sundries." Prices of articles are noted in red ink on the receipt side. Ruling prices at top of the columns, and exceptional rates in small figures on the right of the quantities. Tools are classified under trades and kept in a separate portion of the Ledger. Articles other than tools will be sub-divided into—

(1) Materials.

(2) Manufactured articles.

Balanced annually.

I now come to deal with a very important book. The Comptroller of the English Prisons said:—"I do not know how you can run your factory without a Conversion book. Nor how you check your accounts satisfactorily if your warders are illiterate and your convicts practically the trade instructors." An attempt at a Conversion book is kept in Yerávda—the Circle book. The big Ledger in the office is too much in one man's hands and expenditure is liable to be carelessly estimated, and inaccurately entered, if nothing worse.

Conversion Book.—This book is kept by every officer in charge of a branch of the factory and shows:—

(1) Material received for converson, *i.e.*, raw material.

(2) Goods made or repaired.

(3) Particulars of all raw material consumed.

Receipts of materials are made from the duplicate of the demand of the factory officer.

Quantities of raw material will, when possible, be specified by weight.

When this cannot be done, the figure will be based on the authorized scale allowed for each article (*vide* Appendix B). In this case the scale applicable to the trade in question is noted in the Conversion book.

Goods made or repaired are received by the Storekeeper four times a month on fixed days.

He checks the quantity of raw material stated to have been used, and compares it with the raw material actually used in the article under examination. He checks the entries of each week and initials them, if satisfied with the expenditure of material and the quality of the manufactured article.

The various Conversion books are examined and checked weekly by the Governor.

At the close of the quarter entries are totalled and balance struck as regards materials, quantities remaining on hand and wastage or savings. This balance is checked by the Storekeeper and the closing balances are checked with the quantities actually with the various factory officers.

5. *Stores.*—The Storekeeper is responsible under the Governor for the receipt and issue of all stores.

The Governor generally appoints a Board for the passing of raw material. Take the case of leather: the Board would probably consist of himself, the Shoemaking warder, and Bookbinding warder. Inventories are hung in every room, office, workshop, &c., showing everything therein located.

Every board is signed by the officer in whose charge the articles are.

If the board has to be altered, it is brought to the Storekeeper's office, checked by the Floating Stock book, and on the authority of the Governor corrected, the officer responsible initialling the entry. Stock-taking or condemnation of articles is always by a Board appointed by the Governor. Of such a Board, the Storekeeper cannot be a member. The Governor as accounting officer is held responsible for the accuracy of the store accounts and stock. But this in no way takes the responsibility off the shoulders of responsible subordinate officers.

The general demand forms on contractors are practically the same as the Requisition book at Yerávda, but is a quarterly demand. These demands are signed by the Governor and Storekeeper.

Any goods issued by the Storekeeper are on a demand in a book form and made by the person requiring the supply. The Storekeeper examines and initials and then passes it on to the Governor who initials it if he approves. If issued the receiving officer's receipt is across the face of the demand. Articles classed as "Exchanged" or "Consumed." The Storekeeper also keeps the following books.

Stores Waste Book.—This book is only necessary in large prisons. In it is an abstract of the weekly demand for *consumed* articles as soap, oil, candles, &c. The weekly total is posted in the Store Ledger.

Invoice Book.—In this book are posted the invoices of contractors.

A priced invoice or delivery note must accompany or precede all goods tendered for supply.

If it be necessary to receive goods without an invoice a note of details and price of supply will be made out by the Storekeeper and signed by the person delivering as evidence of the quantity delivered.

Postings are made from this book to the Store Ledger.

At the end of each quarter the money columns are totalled and an abstract made showing the sums expended under the different heads of service.

If an article is purchased for cash, a duplicate invoice or a certified copy is posted in and marked in red ink "Paid—see Cash Book folio—".

Provision Ledger.—Deals exclusively with rations. Articles are in alphabetical order at the tops of vertical columns of receipt and issue side.

On receipt side the contractor's name is also entered in red ink beneath the article he supplies.

Stock on hand is first entered and then subsequent deliveries. All receipts are entered at time of occurrence.

Issues appear on the right hand side posted from the ration tickets.

Balanced at end of December.

A receipt must be available for every issue entry.

Miscellaneous Store Ledger.—Deals with every article in the Storekeeping department save rations.

The entries are in alphabetical order under heads of service :—

Receipt side :

(*a*) Balance of stock from last account.

(*b*) Receipts.

Issue side :

(*a*) Waste Book.

(*b*) Condemnation vouchers.

(*c*) Other Vouchers.

Every issue entry must be supported by a receipt signed by the receiver of the article or goods.

Inventories (mentioned before)—

(1) Floating stock.

(2) Fixtures.

Floating Stock Book.—Summary of above inventories No. 1 classed under heads of service in alphabetical order.

Fixture Book.—Contains copies of all inventories No. 2—to be available in case of any of them being lost or mislaid.

Uniform Book.—A page to each officer for recording issue of uniform.

Water Consumption Book—Statement of Receipts and Expenditure of Garden—Gas Consumption Book.

IX.—GENERAL REMARKS ON ACCOUNTS.

If I have made myself clear in my short description of the method of accounts and checks, used in English Prisons, it is hardly necessary to point out that it is a better system than the Indian one. And though the whole present system cannot be altered, some useful hints might be borrowed from the English system.

Quarterly Bills.—All charges by contractors, tradesmen, &c., for supplies are made out in duplicate and sent to each such contractor on or before the 25th of the last month of the quarter, and he renders his account on or before the 4th of the following month. Then after checking, these bills are sent to the Directors for examination and payment.

Prison accounts are balanced at the close of the financial year and a statement of receipts and expenditure, profit and loss account, priced list of stores on hand, list of book debts, creditors, &c., are sent to the Directors.

The Day book figures for the whole year are checked, quantities, computations, distribution of amount, &c.

Cash Ledger postings are checked, and the list of stock on hand, &c., is seen to correspond with quantities in the manufacturing store ledger and conversion books, and the list taken by the Stock-taking Board.

All records relating to quantities of raw material are balanced at the end of the financial year.

Unserviceable stores are condemned quarterly by a Board.

Any officer connected with the receipt, issue or custody of stores is ineligible for this Board, but the Storekeeper or a representative for him must be present at the stock-taking.

Tools are classified alphabetically under the heads of the respective trades. In valuing raw material and manufactured goods, the following rules are laid down:—

(1) Raw material is taken at cost price except in special cases where, on the recommendation of the Governor, some allowance is made for deterioration.

(2) Articles made for the Prison or other Government departments are taken at cost of materials, including waste *plus* a fixed percentage for wear and tear of tools.

(3) Articles made for public are taken at cost of material, including wastage and *plus* percentage for wear and tear of tools.

This is done by either—

(1) Pricing articles at reduced rate equal to their value exclusive of profit.

(2) Entering at selling price and deducting from total value of stock a percentage for profit as per fixed scale.

Oakum, firewood, stone metal, ship fenders (coir), baskets, nets, are dealt with under Class 1.

Mats, matting, &c., sold to public under Class 2.

Directors settle all prices. No labour is charged on prison goods.

Except with special sanction from the Directors, goods are sold to private persons for cash or credit of one month. No credit beyond one month is allowed. Any account due over four months is reported to the Directors.

Profits are as low as possible on all articles made for Government departments.

Earnings of prisoners are as far as practicable based on a valuation per article and not on a rate per diem.

Carpenters' pencils, emery paper, sand paper, oils for machinery, flour sacks, tailor's chalk, awls, needles, loom ropes and wheel grease are classed as tools.

Resin (when not used upon tools or machinery) and Bees' wax as materials.

The same books are used for the farm as for the manufacturing department, *viz.*, Inward and Outward Day Books.

Cash, Ledger and Ledger of Stores purchased.

Dairy Produce Ledger.—Shows number of cows giving milk, cows suckling calves, milk received daily, butter made and the disposal of these articles. Balanced monthly. The Superintendent of the Church Farm Industrial School told me that, if you have a dishonest bailiff looking after your dairy, no check or books will keep matters straight.

The books used for the ordinary manufacturing department are used at Parkhurst for the printing industry and fulfil every requirement.

But at Parkhurst the factory only deals at present with prisons.

For every office or person, to whom the prison directly sends books or forms, a ledger account must be opened.

In Irish prisons a wastage of 9 per cent. to 12 per cent. is allowed on coir. In Belfast prison the outturn would be about 10 to 15 cwt. a week and the yearly waste approximately 50 cwt. The drier the climate, the greater the waste. As I have mentioned the Storekeeper so frequently in my synopsis of the method of accounts, an account of his duties will be found in Appendix I.

X.—MISCELLANEOUS REMARKS.

1. *Method of registering convicts.*—Each convict is given a general register No. as A 200. A denotes the year of conviction and the numbers commence afresh each year. This number is never changed throughout the prisoner's sentence.

The letters change with the year, *e.g.*—

A 1890.	D 1893.	G 1896.	J 1899.
B 1891.	E 1894.	H 1897.	K 1900.
C 1892.	F 1895.	I 1898.	L 1901.

When the alphabet is exhausted it begins again *a, b, c.*

If a convict were convicted in 1890 he would be registered as, say, A 200; re-convicted in 1896 he would be A G 200; again convicted in 1901, he would be A. G. L. 200. Thus recording all previous convictions. In convict prisons they only thus record penal convictions. It is a very good system.

2. *Execution.*—I would suggest that proper ankle and wrist straps would be an improvement on the present clumsy method. The use of a piece of thread just strong enough to support the slack of the rope and keep it out of the way seems a good idea. Condemned prisoners are guarded by two warders day and night. Under exceptional circumstances, one warder may be alone on guard during the day.

3. No convict is kept in a Public Works prison in a locality which he is acquainted with. Accomplices and relations are not kept in the same prison if possible.

4. *Cubicle System.*—All persons connected with the Prison departments in England and Ireland were unanimous in condemning the system of wire-netting cubicles, and many Governors disapproved of the corrugated iron ones.

Mr. Gibbons (Chairman of the Irish Board), who had four years' experience of Egypt, did not think the same necessity for rigid separation existed in the case of oriental prisoners. Provided—

(1) A bright light in the association wards at night. The present lights, especially in Yerávda, are too dim.

(2) Habituals to be isolated.

(3) Men convicted of degrading crime to be isolated.

In addition to this most careful selection of night watchmen is necessary.

All officials whom I consulted on the subject agreed that the wire-netting was a foolish idea and worse than nothing. It is simply playing with the question. If you have cells for your habituals, men convicted of degrading vice, new admissions and turbulent prisoners, I believe that the association wards are practically harmless. I must not be supposed to be disparaging a proper cellular system—a complete isolation of prisoners at night. My objection is to the travesty of such a system.

5. *Exercise.*—Every prisoner employed in cellular or indoor employment gets one hour's exercise daily and more if recommended by the medical officer.

6. *Rogues and vagabonds.*—I notice that, in England, Courts have the power of directing that the money found upon a person committed to prison as an idle and disorderly person, or a rogue and vagabond, or as an incorrigible rogue, should be applied to the expense of apprehension and maintenance of such a person.

This would be a useful provision to be applied to the lepers and beggars that sometimes inundate Yerávda. It seems rather absurd to give a beggar 7 days free living and to leave him the store of money he has accumulated by persistent begging or exhibition of his sores.

7. *Under-trial Prisoners.*—To prevent prisoners contaminating each other or endeavouring to defeat the ends of justice, they are kept separate and allowed no communication with each other. If this rule were carried out rigorously in India, one would hear less of recantation of confessions, going back on evidence and police torture.

Under-trials are, of course, kept separate from convicted prisoners.

An under-trial prisoner in England is allowed a special cell if he pays for it, exercises separately or with a *selected* under-trial prisoner if the arrangements of the prison permit it.

He is also granted the use of private furniture (if the Governor approves) and is exempted from menial work.

He is allowed any books, documents, &c., in his possession at the time of arrest if

(1) they are not required in evidence against him;

(2) they are not suspected of being stolen property;

(3) there be no other special reason.

An under-trial prisoner can provide his own food if he likes under certain regulations and limits, and at such hours as the Prison authorities may direct.

He has the option of employment if he so wishes. Any earnings he makes are given to him, deducting cost of maintenance, &c., &c.

8. *Juveniles.*—Juveniles awaiting trial under sixteen years of age are classed as :—

(1) Those who have not been in prison before and are well-conducted.

(2) Those who have been in prison before, or misbehave themselves.

These classes are kept separate.

Any boy over 16 who from his character, antecedents, &c., should not be classed with adults may be deemed a juvenile by the Governor, Medical Officer or Chaplain.

A juvenile under-trial's cell door is kept open from 6 A.M. to 6 P.M. He is allowed exercise twice daily and given instruction in association for an hour daily.

9. *Convicted Juveniles.*—All under 16 and who have not been in prison before and are well-behaved are kept separate.

If the sentence is over a month, the juvenile is sent to the prison in the district set apart for juveniles. If the sentence is less than a month, he is retained in the prison to which he is committed, but completely segregated from other prisoners. A juvenile shall not :—

(1) Sleep without a mattress.

(2) Is allowed library books as well as books of instruction from day of admission.

(3) Is employed in association or in gardening.

(4) Is instructed, as far as practicable, in a useful trade.

(5) Gets physical drill twice daily as well as walking exercise.

If his friends and relatives are of good repute, the day of the juvenile's release is communicated to them, so that they may meet him. I hope to forward later special rules as to juveniles at Borstal.

10. *Prisoners' Private Property.*—See under Accounts—Prisoner's Private Property Book—Prisoners' Register of Property.

All property belonging to a prisoner is given to the reception warder and entered in the Property Book, the entry being signed by the prisoner.

Any article of value is handed over to the Storekeeper who initials the entry in Property Book as a receipt.

Unclaimed property of prisoners is sold after 7 years.

On the morning after admission, the Storekeeper enters in the Cash Book the prisoner's money.

Prisoners' money nominally transferred is also entered, but these entries must be distinguished from actual receipt of money.

11. *A Penal Record* is kept of every prisoner sentenced to penal servitude and accompanies a prisoner everywhere. (See Appendix J.)

12. *Fines.*—A fraction of a sum entitling a prisoner to a day's reduction of sentence is not received. For instance, where the sentence is "8/. or 5 days" in order to obtain

1 day's reduction a prisoner must pay		...	$\frac{1}{5}$ of 8/. = 1/7.
2	„	...	$\frac{2}{5}$ of „ = 3/2.
3	„	...	$\frac{3}{5}$ of „ = 4/9.
4	„	...	$\frac{4}{5}$ of „ = 6/4.

The total sum of any fine is divided by the number of days to which sentenced and the quotient equals the equivalent of one day's reduction.

No prisoner is legally entitled to release until midnight of the day on which his sentence expires.

J. JACKSON, Major, I. M. S.

9th May 1903.

APPENDIX A.

Memorandum on the Earning and Award of Marks under the Progressive Stage System.

1. The awarding of marks under the Progressive Stage System is one of the most important and responsible duties devolving on a Prison Officer, and requires the greatest care and attention in its execution.

2. The object of the Progressive Stage System is to encourage industry in prison, and so to prepare the prisoner, on release, to earn an honest living. If, therefore, marks are given which are not earned by industry the whole object of the system is defeated. On the other hand, if marks earned by actual hard and good work are not allotted, a real injury is done to the prisoner, inasmuch as he is deprived of the privileges he has earned by his industry.

3. It is provided in the Progressive Stage System that a prisoner shall be able to earn on each week day 8, 7, or 6 marks, according to the degree of his industry. There are, therefore, three degrees of industry, each carrying a different reward in the shape of marks, and it is in deciding what has been the degree of industry, and in fairly awarding the marks earned by work actually performed, that the exercise of care, attention, and judgment are necessary.

4. Work should be tasked wherever possible, but there are some kinds of work which cannot be so treated, and it is in awarding marks for this latter that special care and good judgment are required.

5. As before stated, there are three degrees of industry, each carrying a different reward in the shape of marks, and the following is the standard on which these degrees of industry should be based.

6. It must be remembered that a prisoner sentenced to hard labour is bound by his sentence to work, and to work hard, in discharge of his sentence, and, for such work, he is clearly not entitled to any reward. The amount of labour which every prisoner sentenced to hard labour must perform in discharge of his sentence is called the minimum task or scale, and the marks awarded should be at the lowest rate, *viz.*, 6 per day. This rate is allowed as an encouragement to greater industry and good conduct, and counts for promotion in stage and for gratuity. This is the starting point for carrying out Rule 39 for the General Government of Prisons. For less than the minimum task no marks are allowed 6 being the lowest award for the minimum task, 6 in fact is the unit—it stands for 1. For doing less than the minimum task there is no reward, only liability to punishment. For doing more and better work than the minimum task there is reward in the shape of a higher rate of marks, carrying quicker promotion in stage with its privileges and increased gratuity.

7. Where there are scales of labour, in other words tasks, laid down, there are three scales, *viz.*:—

(*a*) The minimum, carrying 6 marks a day.
(*b*) The medium „ 7 „ „
(*c*) The maximum „ 8 „ „

8. Where no scale is provided, the following will be the standard of works to be exacted for marks:—

(*a*) *Minimum.*—Such an amount of work as may be performed by a prisoner who keeps fairly at it during the hours laid down for labour, *viz.*, 9 to 10 daily.

(*b*) *Medium.*—Such an amount of work as may be performed by a prisoner who keeps steadily at it during the hours laid down for labour, *viz.*, 9 to 10 daily.

(*c*) *Maximum.*—Such an amount of work as may be performed by a prisoner who works his hardest and best throughout the hours laid down for labour, *viz.*, 9 to 10 daily.

9. A prisoner who does the amount of work which the Medical Officer certifies as the greatest he is capable of performing in the hours laid down for labour, *viz.*, 9 to 10 daily, should be awarded full marks, *viz.*, 8 per day.

10. Treating the work by time, the following would be the standard:—

(*a*) The *Minimum Scale,* carrying 6 marks a day, should be such an amount of work as can be performed, *working hard*, in 6 hours, but which the prisoner has taken the full day of 9 working hours to perform, working throughout such hours.

(*b*) The *Medium Scale,* carrying 7 marks a day, should be such an amount of work as can be performed, *working hard*, in 7½ hours, but which the prisoner has taken the full day of 9 working hours to perform, working throughout such hours.

(*c*) The *Maximum Scale,* carrying 8 marks a day, should be such an amount of work as can be performed, *working hard*, in 9 hours, or the full working day, working throughout such hours.

11. The hard labour which may be accomplished in 6 hours, therefore, represents the minimum task, and, if the prisoner takes 9 hours over such, he should get but the minimum reward—6 marks.

12. It is not to be inferred from this that a prisoner may work only 6 hours, that he may do his minimum task in that time, and then idle the rest of the day. He is bound to work during all the hours of work laid down, but the amount of work he may accomplish rests with himself, *i. e.*, whether he does in the time a minimum, medium, or maximum amount of work, and he may even be punished for wilfully doing only the minimum task, if it be thought idleness or inattention, he being known to be capable of doing the maximum.

13. The following examples will show how this time standard should work :—

(*a*) Take the case of a prisoner doing Hard Labour in the First Stage. He would be 6 hours stone breaking or other hard bodily or hard manual labour. The other 3 hours he would be in his cell on industrial work, and, as the scale would show the quantity he should do in 6 hours, it follows that in the 3 hours he would have to do a proportionate quantity to get full marks—thus, if he did half the minimum or 6 hours' task in the 3 hours, he would get 8 marks, if only ¼ the minimum task he would get 7 marks, if anything less he would get 6 marks.

(*b*) For the prisoner not in the First Stage and for the prisoner not sentenced to Hard Labour there would be the minimum or 6 hours' task laid down, and for the remaining hours he would have to accomplish a ¼ or ½ minimum task to get 7 or 8 marks.

(*c*) For the prisoner in the Kitchen, Bakery, etc., and at untasked labour, the Governor would employ the minimum number of prisoners who could do the work, and if, by such minimum number, the work was properly done in the working day, full marks would be awarded, if indifferently done 7, if less well done 6 ; but, of course, in these positions prisoners would be specially selected, and, on failing to earn full marks, should be removed from their employment and returned to task work.

14. Whenever a prisoner fails to obtain *full* marks, the fact should be brought to the notice of the Governor for investigation and decision as to whether his failure is wilful or otherwise. A prisoner who fails to perform the minimum task on any day, and so does not obtain marks, must be reported for idleness, unless excused under clause 9 or clause 15.

15. Governors will exercise a discretion in dealing with the work of prisoners in all cases in which inexperience or other modifying circumstances may be urged in explanation of the failure of the worker to fulfil the requirements of the labour scale.

APPENDIX B.

Scale for Expenditure of Raw Material.

Weaving.

Blankets, 92″ × 56″, weight 3¾ lbs.	each	$1\frac{10}{16}$ lbs. warp. $2\frac{14}{16}$ lbs. weft.
Rugs, bed, 84″ × 48″, weight 4 lbs.	each	$2\frac{1}{16}$ warp. $2\frac{1}{16}$ weft.
Belts, Telegraph Messengers'	each	7¼ oz. harness back. 1 set locket union and buckles. $\frac{1}{24}$ oz. thread, flax, black.
Brushes	dozen	12 No. boards, 7″. 8 oz. bristles, Indian. 1 lb. bristles, Siberian. 12 No. covers, glueing. 3 oz. glue. 2 oz. wire.
Packing Case, No. 6	each	14 feet superior deal, 1″. 1⅓ oz. glue. 4½ oz. iron hoop, 7/8″. 2 oz. nails, clout, 1″. 13 oz. nails, French, 2½″. 3 oz. iron, wrought, clasp, 1½″. 1⅔ oz. rope, 5/8″. 3½ oz. wire, iron, No. 4.

After each article of raw material is a number denoting the contractor or other source of authorised supply. I would draw attention to this system : it makes prisons look very closely after their manufactures and see that output and expenditure tally.

APPENDIX C.

Tasks.

		WEEKLY SCALE.		
		Minimum.	Medium.	Maximum.
Basons, zinc		30	37½	45
Baskets, 11″ × 16″ × 9″, waste paper		4	5	6
Baskets, wine, 12 holes		2	2½	3
„ „ 6 holes		4	5	6
„ close wicker, 24″ × 13″ × 21″		3	3¾	4½
Boots, officers', ankle, male		2	2½	3
Brown canvas mail bags, 2′ 8″ × 4′ 6″		9	11¼	13½
Mats, double	sq. ft.	24	30	36
„ made on looms	„	36	45	54
„ sinnet	„	48	60	72
„ wool border	„	24	30	36
Matting	„	30	37½	45
Picking coir yarn into fibre { male ...	lbs.	6	7½	9
Picking coir yarn into fibre { female ...	„	5	6¼	7½
Oakum picking without use of iron hook fiddles, etc. .	„	12	15	18
Stockings, prison ... { female pairs		1⅓	1⅔	2
Stockings, prison ... { male „		1	1¼	1½
Towels, all kinds		48	60	72
Yarn coir plating	yards	72	90	108
Checked linen, 36″	„	40	50	60
Rugs, bed, 84″ × 48″	No.	15	18¾	22½
Sheeting, prisoners', 40″	yards	48	60	72

Irish Prisons.

Coarse Freize, fly shuttle	daily 6′ × 18″
Stone-breaking, Kilmainham	daily 4 cwt.
„ Mountjoy	daily 1 cwt. (different stone)
Brush, mat, coarse, teased coir, wool border, jute weft to bind 4 pedal loom	daily 30″ × 30″
Sinnet plait, good	daily 36 feet
Sinnet mats, 30″ × 18″	daily 3 mats
Brush, mat, loom, etc., as at Yerávda	daily 16″ × 27″
Sword matting (loom 3 pedals, and coarse shuttle) { 20″ wide ...	daily 8 yards
Sword matting (loom 3 pedals, and coarse shuttle) { 36″ wide ...	daily 6 yards

APPENDIX D.

List of Offences.

A prisoner shall be guilty of an offence against prison discipline if he—

(1) disobeys any order of the Governor or of any other officer or any prison regulation;

(2) treats with disrespect any officer or servant of the prison, or any visitor, or any person employed in connection with the prison or works;

(3) is idle, careless, negligent, or refuses to work;

(4) is absent without leave from divine service, or prayers, or school instruction;

(5) behaves irreverently at divine service or prayers;

(6) swears, curses, or uses any abusive, insolent, threatening or other improper language;

(7) is indecent in language, act, or gesture;

(8) commits a common assault upon another prisoner;

(9) converses or holds intercourse with another prisoner without authority;

(10) sings, whistles, or makes an unnecessary noise, or gives unnecessary trouble;

(11) leaves his cell or other appointed location or his place of work without permission;

(12) in any way disfigures or damages any part of the prison, or any article to which he may have access;

(13) commits any nuisance;

(14) has in his cell or possession any article he is not allowed to have;

(15) gives to or receives from any prisoner any article whatever without leave;

(16) in any other way offends against good order or discipline;

(17) attempts to do any of the foregoing things.

APPENDIX E.

Diets for ill-conducted or idle Convicts.

No. 1 Diet.

(*a*) When given for three days or less consists of—
1 lb. of bread per diem with water.

(*b*) When given for more than three days consists of—

(1) one lb. of bread with water.

* See below. (2) Local Prison diet B *, according to sex, for alternate and equal periods of 3 days.

(*c*) The duration of time for which this diet is ordered shall not exceed 15 days for any single term.

(*d*) No task of labour shall be enforced on any one of the days on which bread and water constitute the sole food supplied to the convict, who may nevertheless be allowed the option of performing suitable labour in the cell.

(*e*) No convict who has been upon this diet shall be again placed upon it for a fresh offence until an interval has elapsed equal to the period passed by the prisoner on No. 1 diet.

No. 2 Diet.

For a Prisoner performing a daily task of labour.

(*f*) This diet, when given for a period of 21 days or less, shall be as follows:—

Breakfast	...	Bread, 8 oz.
Dinner ...	...	1 pint of porridge containing 3 oz. of oatmeal. Potatoes, 8 oz. Bread, 8 oz.
Supper ...	...	Bread, 8 oz.

(*g*) No. 2 diet when ordered for a period exceeding 21 days shall be as above for the first three weeks and after the fourth week. During the fourth week the convict gets Local Prison diet B.

(*h*) The entire period for which any single term of No. 2 diet is ordered shall not exceed 42 days.

(*i*) No convict who has been on this scale for a period of 21 days continuously shall be again placed on it until after an interval of one week.

(*j*) If a convict while on No. 2 diet should be guilty of misconduct, No. 2 diet may be temporarily interrupted and the convict may be placed on No. 1 diet for a period not exceeding three days; on the expiration of the period awarded of No. 1 diet the convict resumes the diet originally ordered, and the period passed on No. 1 diet counts as part of the period originally awarded on No. 2 diet.

Local Prison Diet B.

		Men.	Women.
Breakfast.	Daily—		
	Bread	8 oz.	6 oz.
	Gruel	1 pt.	1 pt.
Dinner.	Sunday—		
	Bread	6 oz.	6 oz.
	Potatoes	8 „	8 „
	Cooked meat, preserved by heat... ...	4 „	3 „
	Monday—		
	Bread	6 oz.	6 oz.
	Potatoes	8 „	8 „
	Beans	10 „	8 „
	Fat Bacon	2 „	1 „
	Tuesday—		
	Bread	6 oz.	6 oz.
	Potatoes	8 „	8 „
	Soup	1 pt.	1 pt.
	Wednesday—		
	Bread	6 oz.	6 oz.
	Potatoes	8 „	8 „
	Suet Pudding	10 „	8 „
	Thursday—		
	Bread	6 oz.	6 oz.
	Potatoes	8 „	8 „
	Cooked beef without bone	4 „	3 „

		Men.	Women.
Dinner.	Friday—		
	Bread	6 oz.	6 oz.
	Potatoes	8 „	8 „
	Soup	1 pt.	1 pt.
	Saturday—		
	Bread	6 oz.	6 oz.
	Potatoes	8 „	8 „
	Suet Pudding	10 „	8 „
Supper.	Daily—		
	Bread	8 oz.	6 oz.
	Porridge	1 pt.	...
	Gruel	...	1 pt.

APPENDIX F.

AS A MEASURE OF RESTRAINT AND NOT AS PUNISHMENT.

Male Convicts.

Handcuffs ... ... Figure of eight, swivel, or curb chain, not to exceed 22 oz. in weight for the pair.

Leg chains or cross irons ... Of 42 inches in length, fastened at each end to an iron ring large enough to admit of one ring being firmly rivetted round each ankle. To weigh not less than 4½ nor more than 6 pounds.

Light steel connecting chains ... Not to exceed 8 oz. per foot in weight.

Loose canvas jacket ... Made of canvas sail cloth No. 3 doubled and quilted in 4″ squares, fastened behind with straps and crutch straps.

Body belt ... ... Of double leather, fastened by lock round waist with steel wristlets at the side to lock the wrists in. Not to exceed 4 pounds in weight.

Canvas suit ... ... Frock and trousers of canvas No. 2. Not to exceed 12 pounds in weight.

Canvas waistcoat and trousers in one and canvas frock. Made of canvas sail cloth No. 2, opens down back with buttons and eyelet holes to lace. The frock is worn over the dress, and has an opening at the back large enough to slip over the head; it fastens at neck with strap and lock. A leather belt, also fastened by a lock, is worn round the waist, and kept in its place by two small side loops on the frock.

Female Convicts.

Handcuffs ... ... As for male convicts.

Loose canvas restraint jacket ... As for male convicts but without crutch straps.

Canvas dress ... ... Of canvas sail cloth No. 2, length 46″; bound with 2 inches of leather at the wrists and round bottom: three loops at waist for belt, which is fastened by a screw lock.

Ankle straps ... ... Padded, of leather. Locked round each ankle, connected with an iron ring, and with a long strap locked to a leather waist belt, locked round the waist over a loose jacket. Total weight 1 lb. 12 oz.

INSTRUCTIONS AS TO USE OF THE ABOVE METHODS OF RESTRAINT.

Male Convicts.

Handcuffs ... ... If for any reason save temporary security it is necessary after investigation to put handcuffs on a convict an order will be made specifying date and hour when they are to be put on and whether in front or behind the body. If behind they are removed at meal times and at bed time.

A convict will not be kept in irons and restraint for a longer period than 24 hours without the written order of a member of the visiting committee specifying the cause thereof, the time during which the prisoner is to be kept in irons, and whether the handcuffs are to be in front or behind.

Leg chains or cross irons ...	Only on the order of a Director when a prisoner has attempted to assault or escape. They will not be kept on continuously for more than 6 months. On each visit of the Director the case is brought to his notice.
Light steel connecting chains...	Used when necessary in cases of removal.
Loose canvas jacket ...	To prevent a convict suffering from mental affliction from injuring himself or others or destroying his clothing. Only on Medical Officer's order.
Body belt	For restraining convicts guilty of violent conduct. Only to be used with concurrence of Medical Officer. Its use must be recorded in Governor's and Medical Officer's Journal.
Canvas suit	For prisoners who destroy their clothing. Case to be brought to the notice of the visiting Director.
Canvas waistcoat and trousers in one with canvas frock.	On recommendation of the Medical Officer for medical cases in hospital to prevent them stripping themselves or destroying their clothing. Each case to be recorded in Medical Officer's Journal and reported to visiting Director.
	Female Prisoners.
Handcuffs and loose canvas restraint jacket.	As with males.
Canvas dress	For convicts destroying their clothes. Entered in the Governor's Journal and to be reported to visiting Director.
Ankle straps	Only on medical recommendation as a restraint for a female who might seriously injure herself. To be discontinued as soon as the Medical Officer is satisfied that the prisoner will not injure herself on being released from such restraint. Recorded in Medical Officer's and Governor's Journal and reported to visiting Director.

Whilst wearing cross irons, or the parti-coloured or canvas dress a convict will be in the first stage.

A prison breaker or other dangerous character is made to put his clothes outside his cell at night for at least six months after his last attempt at escape or other serious misconduct.

APPENDIX G.

LOCAL PRISONS.

Pay and Allowances of Warders.

Annual Salary.

Rank.	Minimum.	Annual Increment.	Maximum.
	£	£ s. d.	£
Chief Warder in charge	150	5 0 0	200
Chief Warder, ... Class I	125	4 0 0	150
Chief Warder, ... Class II	100	4 0 0	120
Chief Warder, ... Class III	93	1 0 0	98
Compounder	105	2 0 0	125
Engineer ... Class I	100	4 0 0	120
Engineer ... Class II	91	1 0 0	98
Principal Warder	85	1 0 0	93
Warder	70	1 0 0	78
Nurse	65	1 0 0	77
Assistant Warder	60	1 0 0	68
Messenger			
Night Watchman			
Labourer			
Female Officers.			
Principal Warder	70	2 0 0	80
Warder	55	1 10 0	70
Assistant Warder	45	1 0 0	50

Allowance when quarters are not provided—	£	s.	d.
Chief Warder, male and female, Engineer 1st Class ...	19	10	0
Principal Warder, female and male, Engineer 2nd Class, Compounder	15	12	0
Every other male and female officer	9	2	0
When uniform is not supplied—			
Male officers	5	4	0
Female officers	3	18	0

Convict Prisons.

Pay and Allowances.

Rank.	Minimum.	Increment.	Maximum.
	£	£ s. d.	£
Chief Warder ... { Class I	145	5 0 0	195
Chief Warder ... { Class II	115	5 0 0	165
Foreman of Works	115	2 10 0	135
Compounder..	105	2 0 0	125
Engineer	88	2 0 0	108
Principal Warder	93	2 0 0	105
Warder	83	1 15 0	90
Sergeant of Guard	70	1 10 0	83
Assistant Warder			
Messenger	70	1 10 0	82
Gasman			
Engineman			
Sergeant of Guard (junior)	65	1 0 0	78
Nurse			
Watchman			
Porter	65	1 0 0	77
Stoker			
Smith and Labourer			
Private of Guard	60	1 0 0	68
Labourer			
Assistant Gasman	.....	.....	.....
Do. Messenger	.....	.....	40
Female Officers.			
Chief Matron	95	5 0 0	145
Principal Matron	76	2 0 0	85
Matron	66	1 15 0	75
Assistant Matron	50	1 10 0	65
Dairy woman	.....	.....	26

When quarters are not provided—	£	s.	d.
Chief Warder and Chief Matron, Engineer ...	19	10	0
Foreman of Works	26	0	0
Compounder, Principal Matron Warder	15	12	0
Every other officer	9	2	0
When uniform is not supplied—			
Male officers	5	4	0
Female officers	3	18	0

APPENDIX H.

CONVICT PRISONS.

(Time Table of daily duties.)

February 1st to November 30th.	December 1st to January 31st.	
A.M.	A.M.	
5-10	5-30	Bell rings. Convicts rise; wash, dress, make beds, sweep cells.
5-30	5-50	Officers (division on early duty) parade for muster; roll called; keys issued; slops collected; convicts mustered; names taken for doctor; cells, wards, etc., swept; certain number of cells and convicts searched.
5-50	6-10	Breakfast.
6-10	6-30	Officers on early duty to breakfast. Breakfast patrols take charge.
6-55	7-15	Officers on early duty return to duty, muster, slops collected. Convicts unlocked for Chapel.
7-0	7-20	Parade for Chapel.
7-5	7-25	Chapel.
7-15	7-35	Officers (division for late duty) enter, parade, convicts parade for labour and march out when ready.
A.M.		
11-10		Recall from labour.
11-30		Dinner; 2nd relief of dinner patrols leave for dinner.
11-45		Officers leave for dinner, 1st relief of dinner, patrols take charge.
P.M.		
12-15		2nd relief patrols take charge; 1st relief patrols to dinner.
12-45		Officers return and parade.
12-55		Convicts parade and march to labour.
1-0		1st relief patrols return and join labour parade.

February 1st to October 31st.	November 16th to December 31st.	January 1st to January 31st, November 1st to November 16th.	
P.M.	P.M.	P.M.	
5-0	4-15	4-30	Recall from labour.
5-20	4-35	4-50	Division officers for late duty to supper. Convicts' supper. Names for Governor and Chaplain taken.
5-50	5-5	5-20	Division officers for late duty return; division for early duty leave for the night; convicts unlocked for schooling; clothing issued; cells and convicts searched and general ward duties.

P.M.	
6-35	Convicts locked in cells; locking up reports made out; keys collected; night patrols and reserve guard paraded and posted, one of the latter in each hall till 8 P.M., when they assemble in guard room for night.
6-45	All officers (save night patrols and reserve guard) leave prison.
7-45	Convicts make beds and turn in.
7-55	Lights out.
8-0	Lock-up.

Saturdays throughout the year.

	Up to 11-45 A.M. as on week days.
	Officers (division on early duty) do not return after leaving for dinner.
12-45	Officers (late duty division) return and parade; convicts bathed; hair cut; &c. and convicts searched; clean kits issued; general ward duties.
5-20	Convicts' supper.
5-35	Officers to supper save supper-patrol as detailed per roster.
6-20	Officers on duty return and lock up; locking up reports made; keys collected.
6-45	Night patrol and reserve posted as on other days and remaining duties as on week days.

Sundays throughout the year.

A.M.	
7-0	Bell rings, convicts rise, wash, sweep cells.
7-5	Officers' muster roll called, slops collected, etc.
7-40	Breakfast.
7-55	Officers to breakfast; breakfast patrols take charge.
8-55	Officers parade.
9-0	Officers march to halls; keys issued; slops collected.
9-10 to 12-30	Chapel; parade; exercise.
12-35	Dinner.
12-45	Officers to dinner; dinner patrols take charge.
1-45	Officers return; keys issued; dinner tins collected.
1-55 to 4-45	Chapel exercise; names taken for Governor.
4-50	Supper.
5-0	Officers to supper; supper patrols take charge.
6-30	Officers return; keys issued; ward duties, etc.
6-45	Make beds and turn in.
6-55	Lights out.
7-0	Lock up; officers leave.

LOCAL PRISONS.

Daily Time Table.

Week days.		Sundays.	
A. M.		A. M.	
6-0	Bell rings; officers' musters.	7-0	Bell rings; officers' musters.
6-5	Prisoners rise, clean cells, etc.	7-5	Prisoners rise.
6-30	Labour commences.	7-30	Prisoners' breakfast.
7-30	Labour ceases; prisoners' breakfast.	7-45	Officers except patrols to breakfast.
7-45	Officers except patrols go to breakfast.	8-45	Officers return; patrols to breakfast.
8-25	Officers return; patrols go to breakfast.	9-45	Return of patrols.
8-45	Prayers.	10-15	Divine service.
9-5	Patrols return.	12-0	Prisoners' dinner.
9-20	Labour recommences	P. M.	
12-0	Prisoners' dinner.	12-15	Officers except patrols go to dinner.
P. M.		1-25	Officers return; patrols to dinner.
12-15	Officers except patrols go to dinner.	2-25	Patrols return.
1-25	Officers return, patrols to dinner.	2-30	Divine service.
1-30	Labour recommences.	4-0	Officers except patrols go off duty.
2-35	Patrols return.	5-30	Officers for evening duties and reserve to sleep in prison return.
5-45	Labour ceases; prisoners' supper.	5-45	Prisoners' supper; lock up.
5-55	Officers except patrols go off duty.	8-0	Night watchmen to duty; officers not on reserve leave prison.
6-15	Officers for evening duty and reserve to sleep in prison return; labour recommences.	8-15	Lights out; ward duty officers relieved.
8-0	Labour ceases; night watchmen come on duty.		
8-10	Lock up; officers not on reserve leave prison.		
8-30	Lights out; ward duty officers relieved.		

No officer shall be continuously (including active duty, meal times and sleeping) engaged for more than 24 hours. If an officer comes on duty at 6 A.M. and cannot be spared for the authorised equivalent leave and who is detained for duty from 6 to 10 P.M. and afterwards sleeps in the prison should be allowed to leave the prison at 6 the next morning. If he receives equivalent leave before coming on evening duty at 6 o'clock he should not be detained on duty in the prison beyond 6 o'clock the next afternoon.

An officer kept in the prison for duty from 6 to 10 A.M. should be free from the time he goes to dinner at 12-15 P. M. until he returns for such evening duty.

If he cannot be spared that afternoon and returns to duty after dinner at 1-25 P. M. he should be granted 4 hours the next morning (*a*) from six o'clock in addition to the usual breakfast time, (*b*) if he prefers it from 7-35 A. M. to 1-25 P. M.

APPENDIX I.

Duties of a Storekeeper.

Responsible for receipt, custody and issue of all moneys, stores, provisions, medicine, stationery and for proper and systematic storing.

To report to Governor at once any defect in quality of stores or deficiency in weight.

To supervise all manufactures and work in prison and garden.

To keep such accounts as he may be directed to keep.

To make such returns as he may be directed to make.

To daily visit the bakehouse and kitchen and see that economy is exercised.

To see that bedding and clothing are duly washed.

To check all expenditure and promote economy.

To see that scales and weights are tested half-yearly.

To see that stores are locked up save when goods are issued and received.

To open stores every morning, and either he or a clerk must be present so long as they remain open. If from any necessity a porter or labourer is left in the store alone, the Storekeeper must constantly visit it.

Not to let the keys of stores out of his possession.

Daily deliver to cook the return of rations for next day. Daily issue the materials for the various meals.

Once a quarter to inspect the quarters of subordinate officers, etc., in company of the Engineer, Warder, and report.

These are in addition to his clerical duties.

APPENDIX J.

Penal Record of Convicts.

First Page—

1. General Register No.
2. Page and volume of General Register (to be filled in by Commissioners).
3. Age.
4. Married or single.
5. Place of birth.
6. Occupation.
7. Name and residence of family.
8. Address at time of arrest.
9. Religion.
10. Education.
11. Christian name.
12. Surname.
13. *Aliases.*
14. Crime.
15. Date and place and court of committal.
16. Date, place and court of conviction.
17. Sentence.
18. Particulars of offence leading to revocation of license.
19. Date of reception in prison and trade there followed.
20. Governor's signature.

Second Page—

Record of Previous convictions.

Third Page—

1. Description and marks of identification.
2. Photographs.

Fourth Page—

Special remarks.

Fifth Page—

1. Newspaper report of trial when procurable.
2. Statement of the stage, gratuity, private cash and property of prisoner on transfer to a Convict Prison.

Sixth Page—

1. Record of visits.
2. Disposal on release, etc.

Seventh and Eighth Pages—

Kept clear of all entries.

Enclosures.—Secured between 7th and 8th Pages—

1. Order of court.
2. Medical history.
3. Record of offences.
4. Petitions and applications.
5. Letters written and received and other such enclosures as may be needful.

APPENDIX K.

Standing Orders to be followed in carrying out the Rules for the Treatment of Juvenile—Adult Prisoners (Males) in Borstal Prison.

9th June 1902.

1. Each case will be selected by the Commissioners, and classified by them, according to age, character, and nature of offence, into two Classes, to be known as "A" Class and "B" Class.

Classification.

Grades.

2. There shall be three grades, *viz.*:—the "Penal," the "Ordinary," and the "Special."

3. A prisoner shall remain in the First Stage in the Prison to which he is committed during the first 14 days of his sentence, after which he shall be eligible to be removed to Borstal Prison on the receipt of an order from the Commissioners.

4. On arrival at Borstal, he shall be placed in the "Ordinary" Grade, where he will remain until he has earned his way, by industry and good conduct, to the "Special" Grade, or unless he is degraded for misconduct to the "Penal" Grade.

5. Degradation to the "Penal" Grade may be ordered by the Governor for the periods laid down in the General Rules for degradation in Stage, or it may be ordered by the Commissioners for longer periods, on the recommendation of the Governor.

6. Marks for *Industry* may be awarded at the rate of 2 a day for steady hard labour, or 1 a day for a less degree of industry. These marks will be awarded weekly by the Governor, after consultation with the Party Officer and the Trade Instructor. Marks for *Conduct*, not exceeding 12 a week, may be awarded in a similar manner to prisoners in the "Ordinary" and "Special" Grades. "Special Merit" marks may also be awarded by a Committee, consisting of the Governor, the Chaplain, and the Medical Officer, sitting on or about the 1st day of each month, when each case will be brought before them; such marks not to exceed 6 per week to any prisoner whose industry and conduct during the week have been such as to entitle him to this special consideration. In assigning marks for conduct and special merit, regard will be had to the prisoner's general behaviour, his amenability to discipline, his attention to instruction, both literary and industrial, and, so far as can be judged, his endeavour to profit by the reformatory influences by which he is surrounded; regard also being had to reports made by the Schoolmaster, Trade Instructor, and other superintending officers.

Marks.

7. A prisoner will be eligible for the "Special" Grade when he has been allotted 300 marks, but no promotion to the "Special" Grade shall take place except on the authority of the Committee, after review of all the circumstances of the case.

8. Gratuity will be awarded for industry only. A prisoner in the "Penal" Grade will earn no gratuity. A prisoner in the "Ordinary" and "Special" Grades will be awarded one penny for each day on which he earns 2 marks, or one halfpenny for each day on which he earns 1 mark. No gratuity will be awarded for Sundays. The total amount of gratuity will not exceed £2 in any case.

Gratuity.

9. A special gratuity may be recommended in any case, when, in the opinion of the Committee, the general demeanour of the prisoner has been exemplary, and such extra gratuity can be usefully employed in his behalf on his discharge; always provided that the sum of £2 is in no case exceeded.

10. When a prisoner has served six calendar months of his sentence, his case shall be brought before the Committee of the Governor, Chaplain, and Medical Officer at their next meeting, who shall closely examine

Remission.

into his prison character and conduct; and if they are satisfied that he would be likely to benefit by release before the expiration of his sentence, they may recommend to the Commissioners that he be allowed remission not exceeding one-fourth of his sentence, exclusive of the first six months, or for any lesser period, according to the circumstances of each case. When the Committee are not so satisfied, the case will be reconsidered by them from time to time with the same object. The result of each deliberation will be entered in the Remarks Column of the prisoner's Record of Marks and Gratuity.

Food. 11. The dietary shall be the ordinary prison dietary, with the exception that prisoners in the "Special" Grade may have 8 oz. suet pudding with 2 oz. golden syrup at dinner on Sunday.

Clothing. 12. The outer clothing of prisoners in the "Penal" Grade will be the ordinary drab prison dress. For those in the "Ordinary" Grade it will be of brown colour; and for the "Special" Grade, blue.

Bedding. 13. The cell of each prisoner in the "Special" Grade will be furnished with a special iron bedstead, a strip of carpet, and a looking-glass. A prisoner in this grade may, with the approval of the Governor, be allowed to retain in his cell any small pictures or photographs which may be sent to him by his friends.

Education. 14. Prisoners who have not passed the Third Standard will be instructed in association for not less than two hours a day. Prisoners in Classes A and B may be taught together. Prisoners above Standard III will be instructed for one hour daily in their cells up to Standard V inclusive. All prisoners will be kept from labour during the time alloted to Education.

Choir Practice. 15. The Chaplain will organize classes for choir practice in the Chapel at such times as may be arranged.

Library Books. 16. Great care will be taken in the selection of suitable library books; those being selected which are most calculated to assist in the moral improvement of young prisoners.

Letters and Visits. 17. A prisoner in the "Penal" Grade will not be allowed to write or receive any letter or to be visited. A prisoner in the "Ordinary" Grade will be allowed to write and receive a letter, and to be visited every six weeks, provided his conduct and industry have been satisfactory; and a prisoner in the "Special" Grade, every month, under like conditions. Visits to prisoners in the Ordinary Grade will be of 20 minutes' duration, and to those in the Special Grade, 30 minutes.

Privileges of Special Grade. 18. Prisoners in the "Special" Grade may, in addition to other privileges authorized by the rules, be allowed to retain a light in their cells for half-an-hour longer than other Grades; to associate in the reading room, under the direction of the Chaplain, for one hour after labour ceases each day. They will also wear a good conduct stripe for every three months passed in the "Special" Grade, and for every such badge they will be allowed a special gratuity of 2*s*. 6*d*., provided that the limit of £2 is not exceeded.

Discharge. 19. Special provision will be made for the discharge of each prisoner, by arrangement with benevolent societies or persons who may be willing to assist the case on discharge. Full information will be afforded, and help given, to such societies or persons, with the object of securing a continuous and well directed supervision of the case, both at the moment of discharge and afterwards, at the home or place to which the prisoner goes. Every encouragement shall be given to preliminary visitation in prison before discharge, in order that the society or individual may have a personal knowledge of the prisoner, and be in possession of the views of the prison authorities concerning him.

Time Table. 20. The daily duties will be carried out in accordance with the Time Table laid down in Appendix XII of the Standing Order Book for Convict Prisons, subject to any necessary modifications which may be approved by the Commissioner.

Juvenile—Adult Prisoners.

Rules made by the Secretary of State on the 24th January 1902, under Section 25 of the Prison Act, 1877:—

Appropriation of prison. 274. (*a*) The Local Prison at Borstal, when ready for occupation, shall be appropriated for the reception and detention of such male convicted criminal prisoners as shall be selected by the Prison Commissioners for treatment under Special Rules.

Rules made by the Secretary of State on the 24th January 1902, under the Prison Act, 1899 :—

Age of prisoners.

274. (*b*) Prisoners between the ages of 16 and 21 may be collected in a Prison set apart for the purpose, and be subjected to the following Special Rules :—

Classification.

(1) They shall be strictly classified, regard being had to their character and antecedents.

Separation of classes.

(2) Each class shall be kept apart from the other.

Grades.

(3) They shall be divided into three grades—1st, Penal; 2nd, Ordinary; and 3rd, Special; with special privileges attached to the 3rd or Special grade. Each grade shall wear a distinctive dress. On reception a prisoner shall be placed in the 2nd or Ordinary grade, and his promotion from the 2nd to the 3rd grade shall be gained by industry with good conduct; but it may be postponed for idleness or misconduct, or he may be removed to the Penal Grade, or he may forfeit any of the privileges of his grade.

Employment.

(4) They shall be employed in association in workshops or in outdoor work such as farming, etc., and they shall be specially instructed in useful trades and industries which may fit them to earn their livelihood on release.

Physical drill.

(5) They shall, if medically fit, be exercised daily at physical drill in lieu of, or in addition to, walking exercise.

Instruction.

(6) Special attention shall be given to their education by instruction in the ordinary subjects of the Elementary Education Code, by lectures and moral addresses, and by their being provided with library books and useful literature, which they shall be encouraged to read.

Discharge.

(7) At a reasonable time before the discharge of any prisoner, arrangements shall be made with Discharged Prisoners' Aid, or other philanthropic societies or benevolent persons, for the prisoner's future welfare.

Remission of sentence.

(8) Remission of sentence under Rule 37 of the Rules made by the Secretary of State on the 21st April 1899 shall not be granted to any prisoner who is not specially recommended for the same.

Application of general prison rules.

(9) They shall also be subject to any general prison rules except so far as they are inconsistent with these Special Rules.

No. 451 PROVISION LEDGER. (8585)

RECEIPTS.

NOTE.—The quantity columns on the Receipt side will be headed with the source of supply, in red ink.

Date.					CAKES Sponge No.	Cheese lbs.	Cocoa lbs.	Coffee lbs.	Corn Flour lbs.				
Forward.													
Nov. 1													
2													
3													
4													
5													
6													
7													
8													
9													
10													
11													
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29													
30													
Forward.													

ISSUES.

Date.					CAKES Sponge No.	Cheese lbs.	Cocoa lbs.	Coffee lbs.	Corn Flour lbs.				
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Forward.													

Store Waste Book.

Abstract of Demands

ARTICLES.	Ledger Folio.	Total.	Halls.								Chapel.	Cells.		Infirmary.	Cook-house.	Bake-house.	Wash-house.
			A	B	C	D						Separate.	Penal.				

190

Governor's.	Offices.						Guard Room, &c.	Mess Room.	Work-shops.		Printing Office.	Photographic Studio.	Gate Lodge.	Bachelor's Quarters.	Waiting Room.						
	Deputy Governor's.	Chief Clerk's.	Chaplain's.	Steward's.	Foreman of Works.	Chief Warder's.			Shoemaker's.	Tailor's.											

No. 495. Day Book (Inward).

Store Ledger Folio.	Cash Ledger Folio.					

DISTRIBUTION OF AMOUNTS FOR TRADING ACCOUNTS.

Tailoring and Needle-work.	Shoemaking.		Mailbag-making.	Linen and Cotton Manufactures.	Sack and Hammock making.	Picking.	Packing.				Tools.	Charges.

No. 496. Day Book (Outward).

Store Ledger Folio.	Cash Ledger Folio.						

DISTRIBUTION OF AMOUNTS FOR TRADING ACCOUNTS.

Tailoring and Needle-work.	Shoemaking.		Mailbag-making.	Linen and Cotton Manufactures.	Sack and Hammock making.	Picking.	Packing.				Tools.	Charges.

REGISTER OF PRISONERS' MONEYS.

Dates.	Register Number.	NAMES.	Balance due at beginning of Financial Year. [Dates, Names, and Amounts to be given in red ink *in* this case.]	CASH RECEIVED ON ADMISSION AND DURING IMPRISONMENT.												Cash nominally transferred from Prisons.		SPARE COLUMN. [For use only at Prisons where casual receipts of money are frequent. In those cases the dates and amounts should appear here, and the monthly totals only in the appropriate month l y columns.]
				April.	May.	June.	July.	August.	September.	October.	November.	December.	January.	February.	March.	Name of Prison.	Amount.	
1		Brought forward																
2																		
3																		
4																		
5																		
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28		Carried forward.																

REGISTER OF PRISONERS' MONEYS.

Dates.	CASH PAID DURING IMPRISONMENT AND ON DISCHARGE.												Cash nominally transferred to Prisons.		SPARE COLUMN [For use only at Prisons where casual payments of money are frequent. In those cases the dates and amounts should appear here, and the monthly totals only in the appropriate monthly columns.]	Balance remaining due at end of Financial Year.	Dates.
	April.	May.	June.	July.	August.	September.	October.	November.	December.	January.	February.	March.	Name of Prison.	Amount.			
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Prisoners' Property Book—*Male.*

H. M. PRISON

Date.	Register No.	NAME.	MALE PRISONERS' Hat.	Caps.	Coats.	Waistcoat.	Jackets.	Trousers.	Shirts.	Shoes.	Boots.	Clogs.	Stockings.	Handkerchiefs.	Stocks.	Singlets.	Drawers.	Smocks.

PRIVATE CLOTHING.														Cash Received.			Prisoner's Signature.		Initials of Reception Warder.	
Aprons.	Pelts.	Braces.	Scarfs.	Fronts.	Collars.	Rings.	Watches.										On Reception.	On Discharge.	On Reception.	On Discharge.

Prisoners' Property Book—*Female.*

Date.	Register No.	NAME.	FEMALE PRISONERS' Bonnet or Hat.	Jacket, Shawl, or Cloak.	Boots.	Shoes.	Stockings.	Garters.	Dress.	Apron.	Petticoats, Cotton or Woollen.	Flannel Petticoats.	Chemise.	Flannel do.	Chest Flannel.	Cotton Drawers.	Flannel do.	Umbrella.

PRIVATE CLOTHING.									Cash Received.			Letters or Pawn Tickets.	Prisoner's Signature.		Initials of Reception Warder.	
Sunshade or Stick.	Basket.						Miscellaneous Articles, such as Gloves, Necktie, Hair Net, &c.	Jewellery, Watches, Chains, &c.					On Reception.	On Discharge.	On Reception.	On Discharge.

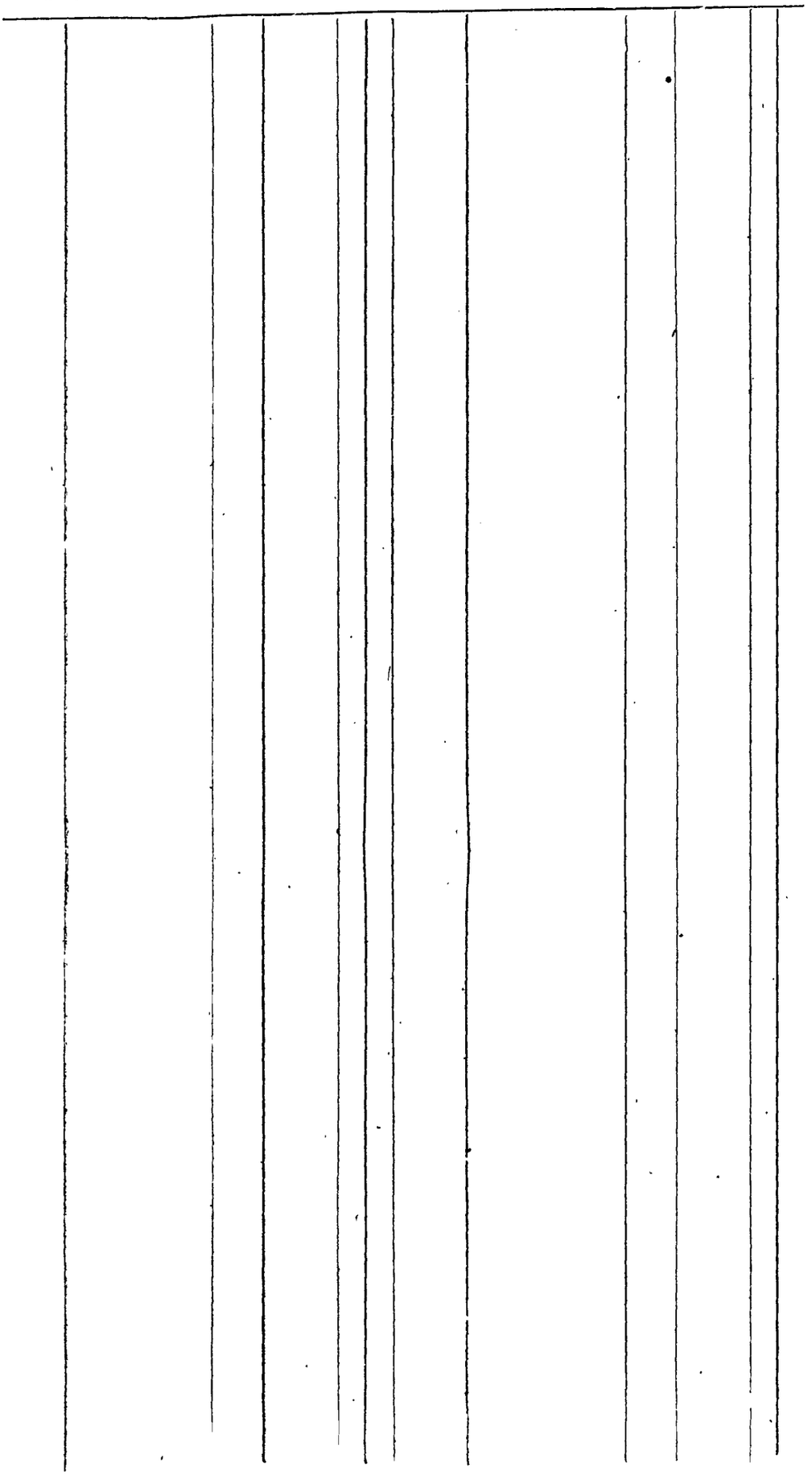
No. 368. CASH BOOK.

Date.	Folio of Cash Ledger.	No. of Voucher.	From whom received.	Particulars of Receipt.	Discount.	Amount.	Sub-head of Account.

Date.	Folio of Cash Ledger.	No. of Voucher.	To whom paid.	Particulars of Payment.	Discount.	Amount.	Sub-head of Account.

No. 498. CASH LEDGER.

Dr. *Cr.*



Dr.	*Cr.*

No. 452. [Ledger Miscellaneous Stores.]

RECEIPTS.

Date.	Received from										

ISSUES.

Date.	Issued to										

No. 499. Stores Ledger (Manufacturing.). RECEIPTS.

Date.	Received from										

ISSUES.

Date.	Issued to										

No. 498. CASH LEDGER.

| *Dr.* | | |

Dr.	*Cr.*

No. 450.

Date.	INVOICE.	Folio posted to	Amount.

Date.	INVOICE.	Folio posted to	Amount.

Conversion Book—General.

DATE.	Materials Received.	DATE.	Goods made
		Ledger Folio posted to [to be in red ink].	

No. 512.

and Repaired. (Repairs to be grouped separately from new work.)	Materials used.	Initials of Storekeeper.

JOURNAL

Dr.				*Cr.*			

Dr.	*Cr.*

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